

Message Text

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ACTION ARA-10

INFO OCT-01 ISO-00 AF-04 SAM-01 CIAE-00 DODE-00 PM-03 H-01

INR-05 L-02 NSAE-00 NSC-05 PA-01 RSC-01 PRS-01 SP-02

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R 191400Z NOV 74

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC 6483

INFO AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 1 OF 2 BRASILIA 8697

E.O. 11652: GDS

TAGS: PFOR, EAID, BR, PO, PU, AO, MZ

SUBJECT: ASSISTANCE TO PORTUGUESE-SPEAKING AFRICAN COUNTRIES

REFS: (A) STATE 222727; (B) BRASILIA 7969; (C) AFR/CWA

MEMCON, 10/9/74

1. REFTEL (A) APPAEARS NOT TO HAVE BEEN SENT TO LISBON, LUANDA AND LOURENCO MARQUES, SO WE ASSUME THAT THE INQUIRY IS SOLELY FOR THE PURPOSE OF GATHERING BASIC INFORMATION ON BRAZILIAN POTENTIAL IN A DEVELOPMENT EFFORT FOR PORTUGUESE-SPEAKING AFRICA. NEVERTHELESS, IN CONSIDERING ASSISTANCE TO PORTUGUESE AFRICAN COUNTRIES IN ASSOCIATION WITH BRAZIL, EMBASSY ASSUMES THAT STATE AND AID ARE ADDRESSING - CONCURRENTLY WITH THE MECHANICS OF SUCH OPERATIONS REPRESENTED BY THE QUESTION POSED IN REFTEL (A) - THE POLICY IMPLICATIONS, POSSIBLE PITFALLS AND POSSIBLE OPPORTUNITIES OFFERED BY SUCH A PROGRAM. THE EMBASSY DEDUCES THAT THE DEPARTMENT HOLDS THE VIEW THAT IT IS IN THE INTEREST OF THE USG THAT THE LUSO-AFRICAN-BRAZILIAN COMMUNITY CONCEPT (OR THE MORE LOW KEY CURRENT VARIANT OF THAT IDEA) SUCCEED AS A MEANS OF INTRODUCING POTENTIALLY STABILIZING OUTSIDE FORCES INTO THE FORMER PORTUGUESE TERRITORIES.

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ALTHOUGH WE TEND TO SHARE THIS VIEW IN THE ABSTRACT,

THERE ARE ELEMENTS IN IT THAT WE ARE NOT IN A POSITION TO JUDGE, PARTICULARLY ESTIMATES OF THE EVOLUTION OF DEVELOPMENTS IN PORTUGAL AND AFRICAN SENSITIVITIES TO OUR ASSOCIATION WITH THEIR FORMER COLONIAL GOVERNORS. LOOKING ONLY AT THE BRAZILIAN SIDE OF THE TRIANGLE, SINCE THE BRAZILIANS ARE THINKING IN TENTATIVE TERMS OF A JOINT EFFORT WITH THE PORTUGUESE IN THEIR OWN ECONOMIC ASSISTANCE PLANS IN THE FORMER PORTUGUESE TERRITORIES, THE US SHOULD GIVE CONSIDERATION TO SOME FORM OF TRI-LATERAL ASSISTANCE RELATIONSHIP WITH THESE TWO COUNTRIES, NOT NECESSARILY IN THE FORM OF A JOINT PROGRAM, BUT CERTAINLY IN A COORDINATED ONE. IN ADDITION TO SUPPORTING THE STABILIZING OBJECTIVE, A TRI-LATERAL PORTUGUESE-BRAZILIAN-US ASSISTANCE RELATIONSHIP WOULD CONTRIBUTE TO A MORE EFFECTIVE PROGRAM BECAUSE OF THE PARTICIPATION OF THE DYNAMIC PORTUGUESE-SPEAKING BRAZILIANS. FOR THE US IT WOULD BE A FORM OF INDIRECT ECONOMIC AND POLITICAL ASSISTANCE TO PORTUGAL, AND IT MIGHT EVEN PROVIDE ADDITIONAL BARGAINING COUNTERS FOR THE AZORES BASE NEGOTIATIONS. MOREOVER, THE ASSOCIATION OF BRAZIL IN A USG ASSISTANCE PROGRAM IS OF CONSIDERABLE INTEREST TO THE COUNTRY TEAM BECAUSE IT OFFERS A RELATED OPPORTUNITY TO FORGE POST-USAID LINKAGES IN BRAZIL WITH US INSTITUTIONS, TECHNIQUES, AND METHODOLOGIES. THERE IS A RESIDUE OF RESENTMENT AGAINST BRAZIL ON THE PART OF AFRICANS BECAUSE OF BRAZIL'S EARLIER POSITION ON THE PORTUGUESE DECOLONIZATION QUESTION AND CERTAIN AFRICAN SUSPICIONS OF BRAZILIAN PURPOSES HAVE TO BE TAKEN INTO ACCOUNT. (WE ASSUME THAT OUR OWN ACCEPTANCE IN THE FORMER PORTUGUESE TERRITORIES SUFFERS FROM SOME OF THE SAME DISABILITIES.) NEVERTHELESS, WE DO NOT CONSIDER THIS A MAJOR BARRIER ON THE ASSISTANCE SIDE TO SOME SORT OF ASSOCIATION WITH BRAZIL. IN ADDITION, WE BELIEVED THE LONG-RANGE BENEFITS OF SUCH AN ASSOCIATION COULD BE SUBSTANTIAL IN OUR RELATIONS WITH BRAZIL, AS WELL AS WITH PORTUGAL AND THE FORMER PORTUGUESE TERRITORIES.

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2. APART FROM THE QUESTION OF THE FOREIGN POLICY FRAMEWORK, THE COUNTRY TEAM BELIEVES BRAZILIAN INSTITUTIONS OFFER GOOD POTENTIAL FOR TRAINING OF PARTICIPANTS FROM THE FORMER PORTUGUESE OVERSEAS PROVINCES. WE JUDGE THAT THE GOB AND SELECTED BRAZILIAN INSTITUTIONS WOULD BE VERY INTERESTED IN COOPERATING IN A THIRD COUNTRY TRAINING PROGRAM IN BRAZIL.

3. AS FAR AS WE ARE AARE, THE GOB HAS YET TO ADOPT FORMAL POLICIES OR PLANS FOR ASSISTANCE TO PORTUGUESE AFRICA. THE GOB WILL BE BETTER ABLE TO DEFINE ITS POSITON AFTER ITS FOREIGN MINISTER VISITS PORTUGAL IN DECEMBER. NEVERTHELESS, THE INDICATIONS ARE THAT GOB OFFICIALS ARE PLANNING TO BE HELPFUL IN TERMS OF TECHNICAL AND FINANCIAL ASSISTANCE (REF (B), PARA IE). INITIALLY, AT LEAST, WE THINK THE FINANCIAL ASSISTANCE WILL TAKE THE FORM OF SUPPLIERS LINES OF CREDIT PLUS HUMAN RESOURCE DEVELOPMENT GRANTS FOR TRAINING IN AREAS WHICH WERE THE FOCUS FOR PAST DEVELOPMENT EFFORTS AND PROJECTS IN BRAZIL. BRAZILIAN TECHNICAL ASSISTANCE WOULD ALSO MOST LIKELY BE GRANT FUNDED BY THE GOB. THE TIMING OF RAZILIAN ASSISTANCE WOULD PROBABLY DEPEND ON WHEN THE TRANSITIONAL GOVERNMENTS MAKE REQUESTS. LACKING A FORMAL REQUEST, THE GOB IS LIKELY TO WAIT UNTIL INDENPENDENCE IS ACHIEVED BEFORE OFFERING ASSISTANCE.

4. RESOURCES WHICH MIGHT BE AVAILABLE IN BRAZIL TO A USG ASSISTANCE PROGRAM INCLUDE:

A. PRESENT OR FORMER AID RECIPIENT INSTITUTIONS WHICH PROVIDE:

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FM AMEMBASSY BRASILIA

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AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 2 OF 2 BRASILIA 8697

(1) GRADUATE AND UNDERGRADUATE ACADEMIC PROGRAMS IN AGRICULTURE, EDUCATION, ECONOMICS, STATISTICS, PUBLIC ADMINISTRATION;
(2) SPECIALIZED LONG OR SHORT TERM TRAINING IN THE FOREGOING PLUS LIVESTOCK, FRESHWATER FISHERIES, SEED DEVELOPMENT, IRRIGATION, AGRICULTURAL MARKETING, NUTRITION, MALARIA ERADICATION, URBAN SANITATION, ELECTRIC POWER DEVELOPMENT, HIGHWAY AND RURAL ROAD DEVELOPMENT, MINERAL AND WATER RESOURCES, RIVER VALLEY AND REGIONAL DEVELOPMENT AND SMALL AND MEDIUM INDUSTRY. WE NOTE THAT MANY OF THE BRAZILIAN INSTITUTIONS INVOLVED IN THE FOREGOING PROGRAMS ARE CITED IN THE GELABERT/CHAMBERLAIN MEMCON, REF (C).

B. INSTITUTIONS WHICH WERE NOT AID SUPPORTED IN THE PAST WHICH WOULD PROBABLY BE AVAILABLE FOR ASSISTANCE PROGRAMS INCLUDE THE BANCO DO BRASIL AND PETROBRAS. WHETHER THE COFFEE AND SUGAR INSTITUTES WOULD BE A RESOURCE FOR USG PROGRAMS WOULD DEPEND ON GOB ASSESSMENT OF WHAT EFFECT SUCH ASSISTANCE WOULD HAVE ON ITS COMPETITIVE POSITION WITH THESE TWO VOLATILE COMMODITIES. ALSO, THESE INSTITUTES ARE PRINCIPALLY MARKETING ORGANIZATIONS AND THEIR USE FOR THIRD COUNTRY
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TRAINING SHOULD TAKE INTO ACCOUNT LONG-TERM U.S. ECONOMIC AND COMMERCIAL POLICIES.

5. DESPITE GOB INTEREST IN AFRICA, THERE IS NOT A GREAT DEAL OF EXPERTISE AVAILABLE ON PORTUGUESE-SPEAKING AFRICA. EVEN THE AFRICA DIVISION OF ITAMARATY, WHICH IS CURRENTLY THE FOCAL POINT FOR CONSIDERATION OF POSSIBLE ASSISTANCE PROGRAMS, IS LACKING FIRST-HAND EXPERIENCE.

6. THE QUESTION OF LANGUAGE DIFFERENCE BETWEEN

CONTINENTAL PORTUGUESE, AS SPOKEN IN THE TERRITORIES, AND BRAZILIAN PORTUGUESE HAS TLGSREUS. NATIVE PORTUGUESE SPEAKERS HAVE LITTLE DIFFICULTY IN ADJUSTING FROM ONE FORM OF PORTUGUESE TO THE OTHER, SO THERE SHOULD NOT BE A MAJOR PROBLEM IN SENDING AFRICAN PARTICIPANTS TO BRAZIL, GIVEN PROPER PRE-DEPARTURE ORIENTATION AND A MODICUM OF ASSISTANCE AFTER ARRIVAL. ON THE OTHER HAND, AMERICAN TECHNICIANS SPEAKING BRAZILIAN PORTUGUESE ARE LIKELY TO EXPERIENCE

SOME INITIAL DIFFICULTIES IF TRANSPLANTED TO THE
AFRICAN PORTUGUESE TERRITORIES.

7. ON THE MATTER OF COORDINATION WITH PPE GOB,
WE THINK THAT, IF A USG DECISION WERE MADE TO
PROVIDE ASSISTANCE TO PORTUGUESE-SPEAKING AFRICA,
IT WOULD BE BEST TO SEEK EARLY AND SUBSTANTIVE -
BUT NOT NECESSARILY FORMAL - CONSULTATIONS. THERE
DOES APPEAR TO BE INTEREST IN THE GOB IN COOPERATION
AND COORDINATION. THE POSSIBILITY OF USING BRAZIL
FOR THIRD COUNTRY TRAINING, FOR EXAMPLE, WAS WELL
RECEIVED BY DIRECTOR OF SUBIN ADEBAL COSTA.
AS ONE POSSIBILITY COSTA KOGW TO THE ISEGF
HIGHLY QUALIFIED U.S. CONSULTANTS FOR INTERNATIONAL
SEMINARS TO BE CONDUCTED IN BRAZILIAN INSTITUTIONS;
HE INDICATED FURTHER, AS HE HAS IN THE PAST IN
REGARD TO BRAZIL'S T.A. EFFORTS, THAT THE GOB
MIGHT NEED ADVICE AND ASSISTANCE ON HOW TO MOUNT
SUBSTANTIAL AID PROGRAM. SUCH A FORM OF INDIRECT
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USG AID TO AFRICA WOULD PROBABLY HAVE SUBSTANTIAL
COST BENEFITS. AS OUR CONVERSATIONS WITH ITAMARATY
AND SUBIN WERE IN THE COURSE OF DISCUSSIONS ON
OTHER SUBJECTS, WE ARE NOT PREPARED TO STATE JUST
YET WHAT DEGREE OF COORDINATION AND ASSISTANCE THE
GOB WANTS OR WOULD BE WILLING TO ACCEPT. USE OF
TWO-STEP LOAN INTEREST GENERATIONS, FOR EXAMPLE,
IS BEING CONSIDERED BY THE GOB AS A SOURCE FOR
FINANCING PART OF THEIR OWN PARTICIPANT TRAINING
AND TECHNICAL ASSISTANCE ACTIVITIES. WE WOULD BE
WILLING TO BROACH THE SUBJECT OF A COORDINATED
ASSISTANCE EFFORT TO AFRICA WITH APPROPRIATE GOB
OFFICIALS IF GIVEN INSTRUCTIONS AND GUIDELINES ON
THE APPROXIMATE U.S. LEVEL OF EFFORT AND AN
INDICATION OF GENERAL REQUIREMENTS. WE WOULD
ALSO BE WILLING TO ASSIST AN INITIAL STATE-AID
"SOUNDING OUT" MISSION IF APPROPRIATELY MODEST
IN RANK AND NUMBER.
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